

Address to the Associated Church Press
7 April 1960

"Central Intelligence and the National Security"

Ladies and Gentlemen of the Associated Church Press:

It is a pleasure to be asked to speak to you on the subject of Central Intelligence and the National Security. Perhaps the best way to introduce the subject is to cite from the quotation from Chapter eight of St. John which Allen W. Dulles, the Director of Central Intelligence, has selected to be inscribed on the new building of the Central Intelligence Agency: "And ye shall know the truth and the truth shall make you free."

Basically this inscription symbolizes the function of the intelligence services of the United States--to give the policy makers of the government the true picture of what is happening in the world.

Tonight I will tell you how the Central Intelligence process works and attempt to give you an indication of the protection that it affords to our national security.

The Central Intelligence process is a relatively new phenomena in the United States Government. Its origin dates back to World War II, but to best understand it we should start with certain events of 1940.

You will recall that at this time France had fallen, the continent of Europe was occupied by the Germans and there was considerable question as to whether Britain would be able to stand and fight.

President Roosevelt called upon a prominent New York lawyer and famous soldier from World War I, William J. Donovan, and asked him to undertake two fact-finding trips. Donovan's first trip was to the Mediterranean area and he returned to prophesy the German occupation of North Africa and to pass on to the government other valuable information. The second trip was to England with the primary purpose of determining whether the British could and would remain in the war.

Donovan returned from this second trip and told President Roosevelt that the British would fight and urged the President to immediately establish a world-wide intelligence and information service. Donovan's recommendation was fairly promptly implemented and there was created an organization known as the office of the Coordinator Of Information. Into this one organization was grouped the informational and psychological efforts of the United States Government. In 1942 COI was split and from it was created two organizations--the Office of Strategic Services, the intelligence organization, and the Office of War Information, the informational service.

Even while Donovan was organizing the Office of Strategic Services to play a role in the war he was looking forward to the peacetime prospects. As early as 1942 he sponsored a proposal for the creation of a peacetime intelligence service and actively pursued this proposal throughout the war. In 1944 a broader proposal was submitted

3.

to the President by General Donovan, but the decision was made that the creation of any peacetime service should await the conclusion of hostilities.

After the end of the fighting the first proposal for a Central Intelligence organization was included in the draft of the so-called Unification Act which had been prepared under the direction of Ferdinand Eberstadt, another prominent New York attorney.

President Truman, however, became impatient in the delays in the creation of the intelligence organization and directed his Chief of Staff, Admiral Leahy, to actively pursue this effort. The result was the creation in January 1946 of the Central Intelligence Group, an organization modeled to a large degree upon the wartime concept of General Donovan.

The basic philosophy underlying the Central Intelligence Group is an important cornerstone in our modern intelligence structure. It recognized that there is a massive flow of information from abroad into the government in Washington, and that a considerable amount of information reached the various departments of the government. It established that there should be a common pooling of this information and an effort to coordinate the views of the various departments in order to present one unified opinion to the policy makers of the government.

This was the philosophy that was heard strongly expressed ^{to} by the committees of the Congress when they were deliberating the legislation which became the National Security Act of 1947. Perhaps one of the most important laws in modern times, certainly in the field of national security, this act created the National Security Council, the Department of Defense, the Joint Chiefs of Staff, the United States Air Force and the Central Intelligence Agency. The provisions of this act are worth noting. It created a Central Intelligence Agency as an independent organization in the Executive Branch of the government, reporting to the President and the National Security Council. It established two statutory positions in that Agency--a Director and a Deputy Director--and further specified that these two officers, in addition to being the administrative heads of the Agency, were also the Director of Central Intelligence and the Deputy Director of Central Intelligence, thereby emphasizing the philosophy of coordination of the intelligence effort of the government. The law specified certain other aspects of the work of this new organization. It stated that it would not interfere with the responsibilities of the established departments and agencies. It indicated that it would perform services of common concern on behalf of all of the intelligence agencies. And it specified that it would have no police or subpoena powers within the United States, thus carefully delineating its responsibilities from those of the Federal Bureau of Investigation which is charged with the internal security of the nation.

Over the years since the passage of the Act in 1947 there have obviously been changes in the methods of the intelligence organization of the government. This has been an evolution which has resulted in a coordinated and integrated system which today provides the government with what is probably the best presentation of intelligence information in our history. To properly understand the Central Intelligence function it should be recognized that the intelligence effort involves some ten different departments and agencies. To assist the Director of Central Intelligence in coordinating the effort of these departments and agencies there is organized at the top of the structure the United States Intelligence Board, chaired by the Director of Central Intelligence, with membership from the Department of State, the Army, the Navy, Air Force, Department of Defense, Joint Chiefs of Staff, National Security Agency, and representatives from the Federal Bureau of Investigation and the Atomic Energy Committee. This body meets at least weekly, but more often if the situation requires. It is charged not only with the government of the intelligence effort of the United States, but is the final authority on the reports that are presented to the policy makers of the government.

The vehicles used by the intelligence services to keep the policy makers informed about what is going on in the world are several. First, there is a daily bulletin which is prepared during the night so as to be available to the top officials of the government at the start of

business each day. The purpose of this periodical is to promptly report all information of direct interest to the United States on what is going on abroad and which requires the attention of our most senior officials. Obviously, if some information of a critical nature should arrive in the middle of the day or the middle of the night it would be promptly passed forward to the appropriate authorities without awaiting the next issue of the bulletin.

The second vehicle for presenting the view of the intelligence community to the policy makers is a document known as a National Estimate. This is a report which thoroughly analyzes a given situation and advises the top level of the government not only on the facts of the situation, but projects or estimates what the future developments may be.

In addition to the two items mentioned above, there is a constant flow of reports on a great variety of subjects constantly emanating from the intelligence services and being passed to the appropriate authorities for information and guidance in their activities.

Perhaps we should digress for a minute to consider the process for the production of National Intelligence Estimates, because perhaps in no other field is there a better illustration of the highly integrated and coordinated system in our intelligence community. Let us assume that the estimate is to be on the subject of the situation in country "X" and the probable developments that will take place in the foreseeable

BEST COPY

future. The initial step is for the preparation of a paper on the terms of reference for the guidance of all of the participating intelligence organizations. This paper is then considered by representatives of a task force of these intelligence services. The department with the direct responsibility is then asked to produce the section of the intelligence estimate which falls within its purview. For example, the Army would prepare the section on the ground forces, the Navy on the naval forces, the Department of State on the political situation, and so on. After an initial draft has been produced by the task force it is then studied by a National Board of Estimates, on which are represented all of the pertinent agencies. After general agreement on the paper has been reached by this body, it is then passed forward for the final action by the United States Intelligence Board. Inevitably differences of opinion may arise as to the interpretation of certain facts, or as to the prognosis as to future developments. If these differences cannot be reconciled on the working level they are passed forward to the United States Intelligence Board for final reconciliation by that body. If unanimity is impossible to achieve within a reasonable length of time, the Director of Central Intelligence then takes what he believes to be the proper position and such other agencies as may desire can dissent from this position and so advise the policy makers in the final report.

In considering the role of intelligence in the national security we should have a clear understanding as to what is meant by an intelligence

report. Many people associate intelligence with Mata Haris, with briefcases stolen by some shadowy character in a trench coat on the Orient Express, with all types of cloak and dagger exploits. This aspect of intelligence plays a far greater role in fiction than it ever does in fact.

Intelligence is fundamentally a compendium of all knowledge on a given situation or a given subject. It is intelligence rather than information because it has been assembled and analyzed and expresses a conclusion. It is classified--sometimes highly--because the object of our report may not be aware of our knowledge, and also because often there is an added ingredient--projection of things to come.

The question often arises as to what the policy makers do upon the receipt of intelligence reports. To properly understand the role of the policy maker here one should point out that in arriving at a decision intelligence is only one factor to be considered. Therefore in our government the intelligence report is carefully weighed together with all of the other factors involved, such as the long-term objectives of the United States, consideration of the viewpoints of our allies, and many other items too numerous to list. You can rest assured that under our present system of government intelligence reports receive full and careful consideration at the highest level.

There is also some confusion as to the relationship between intelligence and policy. Reverting back to my opening statement--

the role of the intelligence organization of the government is to keep the policy makers informed. Therefore the intelligence services do not make policy nor do they suggest policy. Certainly intelligence can influence policy, depending on the relative weight which the intelligence estimate may be given. But aside from venturing an opinion, when requested, as to what would happen when the United States took certain courses of action, intelligence is mute on action.

Being associated with the press you undoubtedly are aware that in times of international crisis there is always considerable speculation as to the accuracy of our intelligence reports. Here again is an area in which intelligence must be silent. To confirm or deny, or in any way identify the degree of our knowledge, would be giving aid and comfort to the enemies of the United States. From the point of view of the intelligence officer there is a very descriptive phrase in the 31st Chapter of Job, Verse 35: "My desire is...that mine adversary had written a book."

On the other hand, under our system of government it is obviously important that the Congress and the public have confidence in the quality of the intelligence organizations of the government. From the point of view of the Congress, there are established subcommittees on intelligence in both the House and the Senate which periodically review the work of the intelligence services. To further insure that our

intelligence effort measured up to the required standards, President Eisenhower established in 1955 a permanent Board of Consultants on Foreign Intelligence Activities which constantly reviews the work of the Central Intelligence Agency and its associated services.

To answer the question as to how good is our intelligence service we would perhaps immodestly reply that we believe it is good and that the people of the United States are justified in having confidence in it.

In conclusion there is one particular point which I would like to make to you tonight. The question may well arise in your mind as to why should we have an intelligence service. Perhaps to some of us in the profession this might seem similar to a question as to why should we have an Army or a Navy or an Air Force. But I would revert back to the words to be placed on our new building, "And ye shall know the truth and the truth shall make you free." The goal of our intelligence organizations is to see that the policy makers of the United States government are the best informed in the world. With this objective we have high hopes that our government may lead the world in the path of peace, for perhaps in no other area of human endeavor is knowledge of greater strength.